

Short Breaks Review & Redesign and JIGSAW Eligibility Criteria

Interim Report Template

Introduction & Background

The need for a review

The need for a review was first identified during 2016 as part of a wider review of replacement care for adults and children. During the early scoping work, it was identified that non-assessed short breaks would benefit from a more detailed review on account of growth in the sign up to the Buzz Network, an increased take up in personal budgets and inequalities in the equitability of the service. There were other factors that emerged during the early stages of the review including the review of services commissioned by the ICU, limited budgets against increasing demand, recognised weaknesses in the current offer and feedback from CQC and OFSTED. Early stages of the review also considered the SEND Code of Practice and a budget consultation response from parents.

The review was paused in the autumn of 2016 while the annual budget consultations took place (November – February). In the Council Budget Consultation, as part of the response to the budget consultation, SPCF (Southampton Parent Carer Forum) ran a petition to highlight the importance of short breaks but highlighted that the existing offer is not fit for purpose and agreed that there was a need for a review and redesign.

The proposed offer for consultation also sets out a revised eligibility criteria, which is based on the impact of a child's needs on their overall health and wellbeing outcomes, and those of their family determined by levels of need (low, medium, substantial and critical) and what a family can expect at each level, including their access to short breaks. The eligibility criteria will ensure that social care fulfils its functions under part 3 of the Children and Families Act 2014, the Care Act 2014 and the Children Act 1989 (S17). Linked to this, the Jigsaw team (integrated health and social care team provided jointly by SCC and Solent NHS Trust) has been reviewed and an expanded criteria aligned to the 'critical' level of need is proposed within the consultation.

Joint working arrangements

The review and redesign of the short breaks offer and eligibility criteria has been carried out jointly by the Integrated Commissioning Unit (ICU) and Children Services. The work has sought to actively involve the Southampton Parent Carer Forum (SPCF) in discussions about the redesign of Short breaks.

Current services

Buzz Network

The Buzz Network is the primary method through which disabled children and young people and their families can access non-assessed short break provision.

Eligibility to the Buzz Network is broad, with parents having full access if they are able to meet one of two criteria:

- Age 0-19 years (expires 19th Birthday) and lives in Southampton (or is in care of Southampton LA)
Plus

Criteria A: (must tick one of the below)	Criteria B: (must tick two of the below)
<ul style="list-style-type: none"> • higher level Disability Living Allowance • has a statement of Special Educational Needs or an Education, Health and Social Care Plan • receives a service from one of the professional services 	<ul style="list-style-type: none"> • Receives SENCO support • normal activities are interrupted by frequent health needs affecting progress in development or education • Requires frequent use of specialist equipment including wheelchair/buggy or help from carer to get around • Requires regular support with basic self care functions e.g. eating, going to the toilet, washing, dressing or need more regular supervision through the day and sometimes at night than you would expect for a child of their age

The network currently has around 1250 members and is continuing to grow.

Members have access to a range of short break services, such as:

1. One2One – 34 hours per year of one to one support from a support worker to take the child out into the community. From 2015 families were provided with 52 hours support annually. In April 2017 and aligned to the reduction of personal budget payments, support was reduced to 17 hours over a 6 month period. This remains the offer through to March 2018.
2. Playschemes – a range of activity playschemes which run during school holidays and weekends
3. Community Activities – a range of grant funded activities delivered by Active Nation, No Limits, Avon Tyrell & Action for Blind People
4. Personal Budget – a £400 direct payment for families to purchase their own short breaks. Personal Budgets were adopted for the Buzz Network families in April 2015, offering an alternative to the heavily oversubscribed One2One Service. The funding was set at £600 per year for 2015-2016. The full £600 was paid by way of direct payment cheque to the parent/carer and had to be used within that financial year. In 2016/17 personal budgets continued to be paid at £600.

By end of December 2016 it was clear that numbers joining Buzz, and in particular accessing the personal budget, were escalating at such a rate that continued funding at £600 per child was unsustainable beyond March 2017. To help manage the budget and

reflect timescales the personal budget was amended to £300 for the period October 2016 to March 2017, and £150 for the period December 2016- March 2017

During March 2017, 3 short break engagement events were held with families focused heavily around personal budgets

For the period April 2017 – March 2018 the personal budget has been set at £200 for each 6 month period.

Members of the Buzz Network choose between One2One or the Personal Budget (points 1 and 4 above) but can otherwise access any amount of the services in points 2 and 3 above. These are limited by the capacity of the service so provided on a first come, first served basis.

The key challenges and pressures identified in relation to the Buzz Network are:

1. The rising number of families registering on the Buzz Network and wanting to use the short break services
2. Problems with providers having capacity to provide services for all families who want to use them which has led to a waiting list being formed.
3. The fairness and equity of access to provision
4. The movement towards personal budgets
5. The need to assess and support carers through provision of replacement care

Jigsaw

Assessed short breaks are allocated on an individual level following a detailed social care assessment (Single Assessment) and a short breaks assessment tool. Currently you can only be assessed for specialist short breaks if you meet the Jigsaw Eligibility Criteria. This is over and above the package of support provided for a child's assessed needs.

For support from JIGSAW families must meet all of the following criteria:

- Significant learning disabilities/difficulties within the moderate, severe or profound range;

AND

- A health condition or impairment (including a diagnosis of Autism) which significantly affects, or is predicted to affect, everyday life functioning over a child/young person's development

AND

- Complex family circumstances which affect the ability of the child/young person to reach their full potential.

Specialist Short Breaks available includes:

- Individual help in the home or community (e.g. outreach)
- Family based overnight and day care (e.g. short break fostering)
- Residential overnight short breaks
- Personal Budgets – Through direct payments

These services are provided under contract and include a contribution from the CCG to support access for children with complex health needs. However, it is reported that there are difficulties in enabling children with complex health needs to access short breaks (e.g. Rose Road are reporting that they would need additional onsite nursing support).

Short Break Provision & Market Information

Southampton City Council externally commissions a range of short break services for disabled children, young people and adults, namely:

- A. Overnights (via a block contract and a framework)
- B. Outreach & One2One (via a framework)
- C. Playschemes (via a framework)
- D. Community activities (via grants)

All of these services are part of block contracts, frameworks or grant agreements which were due to run until 31st March 2018 but have now been extended to 31st March 2019. The residential overnights are the only short break provision which is commissioned across both children's and adult's services.

A total of 11 providers are currently commissioned via contracts, frameworks or grants to provide short breaks. All but one of them are charities and they are a mixture of small providers only operating in the Southampton/Hampshire area and larger organisations who operate nationwide.

There is a large variation in the local provider market between different services. The more specialist services such as residential overnight short breaks have very few providers. There are a larger number of outreach/domiciliary care providers however this market is still significantly smaller than the adult social care domiciliary care market and few providers currently operate across both children's and adult's services. There is a much larger market within community based provision, including those activities funded as part of the targeted offer – play schemes, sports & leisure, youth groups, etc – and other non-funded activities such as autism friendly cinema screenings and accessible horse riding.

The Buzz network has made some inroads with mainstream providers, attempting to engage with them to increase their awareness of children with disabilities, their responsibilities in terms of reasonable adjustments and opportunities to run targeted activities. These providers are Marwell Zoo, Manor Farm Country Park, the Vue cinema, AMF Bowling, New Forest Cycles and Intec, however there is scope for many other organisations to be approached and for this to be promoted more effectively to families.

Personal Budget approaches and audit findings

The use of personal budgets was highlighted as a strength in the recent SEND Area OFSTED report due to the autonomy, choice and control that this offers families. However, an audit on short breaks, carried out in 16/17 identified that there was limited assurance that personal budgets were being used successfully to deliver agreed objectives. Personal Budgets will continue to be developed as part of the Jigsaw service.

The report highlights that mechanisms for the review and oversight of direct payments are inconsistent across the service areas with not enough monitoring in place for JISGAW direct payments. The report states that there is a need to better link the use of direct payments to outcomes for children, young people and families. The redesign therefore needs to ensure that the outcomes of this audit and recommendations are included in the redesign to ensure that we mitigate against risks of misuse in the future.

Expenditure and demand information

In 2017/18, the total short breaks budget is £1,455,000, split between £975,000 for specialist services and £480,000 for non-assessed services (the Buzz Network). The CCG contributes £178,200 to the specialist services budget to support access for children with complex health needs. As a result of the proposals set out above the budget is expected to remain consistent albeit distributed differently across the new eligibility levels..

	Current expenditure		Forecast expenditure	
	Grant	Commissioned services & Personal budgets	Grant	Commissioned services & Personal budgets
Critical	£480,000	£975,000	£0	£975,000
Substantial				
Medium			£480,000	
Low		£0	£0	

Currently around £619,000 of the total short breaks budget sits within the ICU (mainly composed of the large overnights block contract) with the remainder sitting within children's services (spot purchase).

The majority of the spend on non-assessed short breaks (~ 90%) directly funds short breaks, the remainder funds the network coordinator post (currently a job share between two people) and licenses for the AnyComms system which allows secure sharing of confidential data between providers and Southampton City Council (SCC).

Spend on non-assessed short breaks was reduced by £93,400 (18%) in 2013/14 but has remained the same since then. This reduction was achieved by removing funding to special schools to run after school activities and reducing the One2One allocation from 1.5 to 1 hours per week per child.

Review

The review looked at our existing offer and the feedback on this from parent carers and young people. It also compared neighbouring LA's Short Break Statements. Although the initial intention was to focus specifically on the Buzz Network non-assessed short breaks, it became apparent early on that this review needed to cover the full scope of short breaks, to include JIGSAW assessed specialist short breaks, due to the cross over between the two.

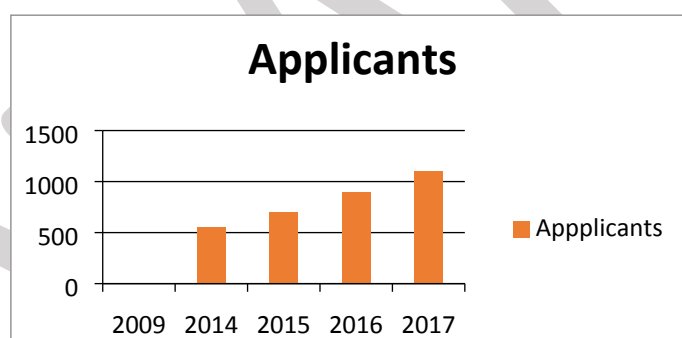
This report provides a summary of the work carried out as part of this review and outlines proposals for the short breaks redesign, the proposed new social care eligibility criteria and associated changes to the JIGSAW eligibility criteria for implementation from April 2018.

Emerging issues

The following areas have emerged after reviews of services and feedback from stakeholders.

Increasing demand /financial climate

There has been a significant increase in the number of families signing up to the Buzz Network with over 1250 families now on the network. The numbers accessing the service have been steadily increasing since 2009, rising to 550 in 2014, 700 in 2015, 900 in 2016 and now more than 1250 expected in 2017.



Individuals choose a Personal Budget, either as a more flexible way to access services, or because the other services are fully subscribed.

The service has experienced a significant shift towards the option of a personal budget from 70 families choosing this option in 2015/16 to now approx. 420 choosing this option, with another 20 families having expressed an interest.

Inequitable access

Currently all families can access all aspects of the offer subject to individual provider availability. However, the offer is based on a first come first served basis, so some families will be accessing all aspects of the offer whilst others will be on the waiting list for all parts of the offer.

Those families who receive an assessed specialist Short Breaks package through Jigsaw can also take up the full Buzz Network Short Breaks Offer as well, thereby accessing services through two routes, while others are required to wait for available capacity or pursue a personal budget.

Eligibility criteria

There is currently not a consistent social care eligibility criteria for access to disabled children's services in Southampton across the board to assure compliance with S17 or Children Act 1987. Jigsaw integrated health and social care team works with a narrow group of children with moderate to complex LD (approximately 225 children out of a total disabled population of around 7,000). There is no dedicated disability service for children with disabilities, although some will be under social care as a Looked After child (LAC) or because of safeguarding concerns. However, they would not have the same access to assessed services as those within the Jigsaw team. It is therefore proposed to implement a clear eligibility criteria for disabled children services, based on impact of disability on a child and the family's outcomes, within four levels; low, medium, substantial critical and with a clear 'social care offer' across the critical and substantial levels.. Linked to this it is proposed that Jigsaw expands its criteria to all children at the critical level (see Eligibility Criteria in Proposal below).

Service offer

The current short breaks offer is focused on providing access to specialised or dedicated services. Unless a family takes a personal budget and uses it to purchase services from mainstream providers, all children are accessing a restricted range of services. While access to services alongside and with other children with disabilities has benefits, it is also recognised and supported as good practice for children with disabilities to be able to access comparable services to all children. The current contracted arrangements do not support this approach.

The current contracted arrangements are also not supporting access for children with complex health needs.

Redesign

Engagement

In March 2017, to support the review and redesign of Short Breaks, 3 engagement events with parent carers were planned. The events looked at the challenges with the increasing demand and to hear parental views on what is working well and where there are challenges in the existing offer. These were attended by Approx. 25 parents. Additionally, a parent rep from SPCF was in attendance at each event to feed in views from the wider population.

Following these initial events, a working group was established with equal representation from Children Services/ Integrated commissioning Unit to parent carers, to start to review the current offer and start to develop how the Southampton Short Breaks Offer will look following the redesign. 4 focus group meetings were held, where parents and officers looked at:

- Access and equitability
- Eligibility
- Types of short breaks available

- Other LA Short Break Offers.

In addition, we held 4 young person sessions across 4 different education settings in the city, including: primary, secondary and post 16 and both mainstream and special schools. 28 young people completed a set of questions on short breaks with support from their school SENCO and an SCC Short Breaks Officer.

A summary of all of the feedback received in these sessions can be found in the table below.

Table 2: Parent Feedback on existing Short Break Offer

	Summary of parent and young people feedback
Eligibility	<ul style="list-style-type: none"> • Parents feel that the current eligibility criteria for Jigsaw is too specific, making it difficult for them to access much needed support. This is particularly relevant for children/young people who have autism but not a learning disability. • It was the general consensus by parents that the criteria to join the Buzz Network Offer is currently too broad. • When discussing the age range for the short breaks offer, some parents felt strongly that support for parents of children under 5 is crucial as many parents are still likely to be coming to terms with their child's diagnosis. In contrast, the Portage Team (home teaching service for children with additional needs under 5) and officers responsible for the administration of short breaks, fed back from their contact with parents of children in this group, that they find it difficult to choose breaks at this age and spend personal budgets as things are already readily available and that there is less need for time away from their child. They did report however that training and post diagnosis support is a need in the City.
Access and scope	<ul style="list-style-type: none"> • Some families felt that Buzz Network Short Breaks do not meet the range of children's needs across the city. • Some parents feel that the offer is currently focused at the specialist level and that there are not enough opportunities for young people to take part in mainstream activities. • Some parents feel that there is a good offer in the City generally but that the Local Offer website needs to be enhanced to ensure that parents are aware of all services that they can access in the City, not just those which are commissioned/contracted through short breaks. • The vast majority of young people said that they would like more opportunities to have short breaks with their friends, away from the parents. • Young people said that Friday evenings and weekend activities would be preferable – some commented that they are too tired or busy to do activities on school nights.
Short break type	<p>One2One</p> <ul style="list-style-type: none"> • Parents feel that this service works well for some families whose

	<p>children have more complex needs, but the often lack of provider capacity has seen a very big swing towards the option of a personal budget in place of this service. There are staffing retention issues, often leading to long periods without support and a lack of consistency for children who struggle with transition and change.</p> <p>Playschemes</p> <ul style="list-style-type: none"> • Parents queried whether play schemes were good value for money because they support small numbers of the Buzz Network population. <p>Community activities</p> <ul style="list-style-type: none"> • Parents fed back that a lot of the existing community activities take place at inconvenient times e.g. after school, making access difficult for those children who travel on school transport or for those with working parents. • Parents raised a lack of transport to activities as a barrier. • Young people gave a list of activities that they'd like to be able to take part in, including; Cycles for all in Eastleigh, Millbrook Bubble football, Geo Catching, Course on Cameras and how they work, Game of Pool, sky diving, cliff hanging, diving to see sharks, board game café to work out puzzles, Aqua park, Tanks museum, motor cross bikes, go karting, penny skate – skate boarding, bumper cars, quad biking, splash down, boxing, paint balling, football, coding club, music, gaming events, Legoland, London Trip, Theatre and puppetry shows, fishing and crabbing, Robot wars, Camping, Film animation and drama for all ages. <p>Direct Payments</p> <ul style="list-style-type: none"> • This option is seen as highly favourable by parents as it offers maximum choice and control for children, young people and their families to enable them to attend activities of their choice and be creative.
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Wider engagement

Facebook

Buzz Network Facebook continues to be a responsive way to engage and respond to family's needs and feedback. This gives the Short Breaks team an insight into both the popularity of activities on offer as well as many of the issues that some families experience with some of the activities/providers.

Providers and stakeholders

Southampton schools have been widely engaged with presentations about the Short Break redesign at SENCO Hub meetings and Special School Head Teacher conferences. Schools have responded positively to the idea of a redesign and are keen to support young people with SEND with access to Short Breaks.

A brief market scoping exercise was carried out in August to gauge the level of activities already running in the community and their accessibility for disabled children. It also explored what kind of support and/or funding would be most valued by providers to enable them to expand their offer for disabled children. The main findings were:

- In the main, these organisations are in possession of specialist equipment and adaptations to enable access and participation for disabled children, as well as specially trained instructors. However, they do not supply care staff, which means parents or carers must attend if care is needed during activity.
- Anecdotal evidence suggests that sports and physical activities are very popular and well attended. Regular, short activities have a higher uptake than weekend breaks, which may be due to the cost.
- Experience shows that activities offered by or through an organisation which is experienced in provision of services to disabled children, in premises which are fully equipped and staffed with care staff, will attract a lot of interest and will often be over-subscribed. Feedback suggests that in some cases, activities which are otherwise popular will not attract interest if an organisation is not well known to the parents or carers. This makes it difficult to sustain the level of staffing and equipment necessary to cater for a wide range of needs. Even for well-established and long-running organisations, it is often difficult to get the initial trust from parents/carers.
- Offering facilities to disabled children requires investment in suitable facilities, specialist equipment, skilled staff and on-going training. Feedback suggests that uptake of activities varies, and is often not enough to sustain the level of investment needed for this type of offer. Maintaining or expanding the offer requires on-going funding in most cases. Organisations which already provide specialist services are best placed to expand their offer further, as demonstrated by Short Breaks grants and CAMHS grants.

Approaches in other LA areas

The review looked in detail at other LA Short Break Statements and made contact with leads in each authority. This opened up dialogue to support both comparison of current provision but also opportunities for future working arrangements.

Comparison information

Both Hampshire and the Isle of Wight have maintained broad eligibility criteria with their offer open to children and young people aged 0-19. Their offers include opportunities for enhancement of settings or additional staffing within mainstream settings, either through the Hants Buddy scheme (payable at £5 an hour by parents) or a small grants panel on the Isle of Wight. Hampshire offer a number of specialist play scheme opportunities but neither of these Local Authorities offer the option of a personal budget. Both Local authorities have a gateway card for parents to use by way of discounts and concessions at agreed retailers/activity providers. This card is highly favoured by Southampton parent carers.

Portsmouth and Wiltshire offer to a more restricted age range (5-18) and both local authorities have adopted a tiered approach, with the short break offer depending on which criteria a young person/family falls into. A place at special school or pupils with an EHC Plan with 25 hour+ of support is used as a non-assessed determination for a higher level of support, which includes the option of a personal budget. Portsmouth have developed the use of pre-paid cards by way of issuing personal budgets, which is reported to support immensely with the administration and auditing of appropriate spending of monies paid. Personal budgets are the most popular choice in both areas, with 93% of those eligible choosing this option in Wiltshire.

The majority of local areas run annual family fun/information days to promote their short break offer and Local Offer of support for families with a disabled child/young person.

Proposal

Eligibility criteria

The approach that has emerged through engagement, review and research provides a model that incorporates 4 levels of eligibility based on impact of disability on the child and their family;

- **Low**

The child has low level additional needs that parents are able to meet through universal services and network of family and friends. Parents may require signposting to SEND Local Offer for information, advice and guidance and universal services available.

- **Medium**

The child has additional needs where parents require support above what is available at universal level e.g. Special Education Information, Advice and Support, Benefits, carers rights and short breaks from caring through specialist play schemes and clubs, or enhanced/adapted mainstream provision.

- **Substantial**

The child has a learning or physical disability that significantly impacts on a child or family's ability to function. The impairment, chronic health or life limiting condition have a substantial impact on the quality of the child and their family's life and child would be unable to achieve outcomes without support from targeted services, coordinated by a lead professional.

- **Critical**

The child has Learning disabilities within the moderate, severe or profound range

Or

A severe physical (including visual and hearing) health condition or impairment which is life limiting, or significantly affects, or is predicted to affect, everyday life functioning or a child's access to education (e.g. in a wheelchair, has adapted living, requires total personal care support, requires communication aids) and their ability to achieve outcomes appropriate to their age related potential.

Parents unable to meet needs without significant support from specialist services and social network.

Projected numbers

Level	Estimated No. eligible	Current No. accessing services via the Buzz Network short break offer
Low	5000	Unknown
Medium	1350	600
Substantial	150	Unknown
Critical	285	150
Total	6,785	

Critical – Of the 255 who are open to Jigsaw, 150 are known to have a funded short breaks package. 75 do not have a short break package thus this will mean an expected increase of 50 children within the Jigsaw service. Of the 255 currently supported by the Jigsaw service around 30 receive a single service offer (those with only social care and not health needs).

Significant – 150 is an estimate of the number who are likely to be eligible under the substantial criteria. These are disabled children identified by other social care teams as being open to them. There is no available information about their short break packages. There is limited data to support this estimate.

Medium – 1,800. These parents (or other professionals supporting them) would have identified a need for some kind of additional support beyond what is available from mainstream services.

Low – 5,000 is the wider group of children identified as having SEND but not currently making use of Buzz or other more specialist services.

Emerging model and approaches

The offer of short breaks reflects the new proposed 4 areas of need for children with disabilities and seeks to address most if not all the issues and challenges identified in the review.

The Short Breaks are available dependent on the level of need arising from the impact of a child's disability.

- **Low** – Children who have low levels of additional needs will be able to access universal services and adaptations. The suite of mainstream clubs and activities in and around Southampton is available on the Southampton Information Directory - <http://sid.southampton.gov.uk/kb5/southampton/directory/home.page>
- **Medium** - Families not receiving an individual package of support via services at the substantial and critical level will have access to a Short Breaks card which offers easy access to a range of concessions or discounts negotiated across the city. This recognises that these children are able to access the majority of services available to all children.

Additionally, the Short Breaks Card will offer booking rights into subsidised activities, in and around Southampton. The short breaks programme will fund two main types of activities:

- Specialist Activities – run specifically for children and young people with moderate needs.
- Support to attend mainstream activities, play schemes, clubs and groups.
- **Substantial** – Family's needs who are assessed to be substantial will be supported through the relevant social care team. These teams will carry out an assessment of need for the child and their family. If eligible the family will receive an individual package of support through a Personal Budget. This might include:
 - Access to commissioned services, specifically for those at the substantial or critical level, for example Individual support in the home or community (e.g. outreach)
 - Direct Payments - to purchase individual support in line with the personal budget and direct payment policy. Families may wish to use their direct payment to purchase subsidised services made available through the grant making process (for those at medium level). They may also be able to access the non-assessed short break activities at a subsidised rate, purchased through direct payments. Access to these services will be using funding within their package of support and **not in addition** to it. Access will also be dependent on capacity with priority given to those at the medium level.
- **Critical** – Families open to the JIGSAW Children with Disabilities Team will have an assessment of needs and if eligible will receive an individualised package of support through a Personal Budget. This might include;
 - Access to commissioned services, specifically for those at the substantial or critical level, for example
 - Individual support in the home or community (e.g. outreach)

- Family based overnight and day care (e.g. short break fostering)
- Residential overnight short breaks
- Direct Payments - to purchase individual support in line with the personal budget and direct payment policy. Families may wish to use their direct payment to purchase subsidised services made available through the grant making process (for those at medium level). They may also be able to access the non-assessed short break activities at a subsidised rate, purchased through direct payments. Access to these services will be using funding within their package of support and **not in addition** to it. Access will also be dependent on capacity with priority given to those at the medium level.

Jigsaw

There are no planned changes to the actual Jigsaw service. The broadening of the criteria to include children with severe physical and/or sensory needs but without a learning disability may increase the number of those accessing JIGSAW and therefore their access to assessed short breaks.

Jigsaw name

There is a desire from a number of sources to review the name of the service. As the name was originally devised through consultation it will be included in the proposed formal consultation process.

Jigsaw's gold standard service offer

Since the roll out of Aiming High, Southampton has provided those children accessing Jigsaw services with a very positive offer over and above their assessed package of support. This has included access to the services available through the Buzz Network and included overnight residential, one to one support, access to playschemes and additional personal budgets. This offer is not sustainable in a climate where others at the medium and substantial level are not able to access services.

Children who access the Jigsaw services will have their assessed needs met through an existing package of support. Some families may need a review to be undertaken to consider the changes in services available to them.

Impacts

The table below shows the impact across the proposed 4 eligibility criteria levels.

	Current offer	Proposal	Impact	Numbers of families		+/- impact
				Current	Future	
Low	Some families are aware of and access services, although this is a small number	To improve the information on the Southampton Information Directory (SID) and ensure increased promotion of services that children with disabilities can access.	Children with disabilities are aware of the range of services available for them to access.	Unknown	Estimated to be up to 5,000	Positive impact as more families are aware of, and make use of mainstream services with suitable facilities.
Medium	Estimates would indicate around 900 of the existing 1249 accessing the Buzz Network would align to the criteria at the medium level.	To fund improvements across mainstream services through a grant application process.	The services will be available to all those at the medium level. These services will no longer be taken up by those at the substantial or critical (other than purchased via their own Direct payment <i>where capacity allows</i>)	900 Buzz Network users	Estimated to be 1,350	Positive impact for an estimated 450 additional families who will be able to access the improved mainstream services The proposals removes the capped level of services currently available and creates a fairer access route for this group of children (by offering booking rights). Negative impact for potentially 420 children and their families as access to either services (approx. 70) or a personal budget (approx. 350) is

						reduced (services) removed (personal budgets). These families will experience a reduction of services.
Substantial	An estimated 150 children with disabilities are known to Children Social care teams.	To improve the identification of children within Children Social care teams enabling and ensuring they have access to appropriate support and services within their packages of support.	Assessments for all children will include an assessment of a child's disability and the impact it is having on the child and their family.	Estimated at 150	Estimated to remain at 150	<p>Positive impact for all children with disabilities at the substantial level (150) as packages of support will be reviewed to ensure they take account of the impact of the child's disability on themselves and their family.</p> <p>An increased number of children are expected to be identified at this level.</p>
Critical	255 children are currently supported by the Jigsaw team.	To expand the criteria enabling an increased number of children with disabilities to have access to appropriate support and services within their packages of support.	Assessments for all children will include an assessment of a child's disability and the impact it is having on the child and their family.	255	Estimated to rise to 285	<p>Positive impact for the additional 30 children and their families who will receive an appropriate package of support.</p> <p>Potentially negative impact for up to 150 children and their families who will lose access to additional services over and above their package of support.</p>

Grant funded application process

This approach has proved successful in other areas (e.g. IOW) and has led to a range of services being available for children with disabilities, including holiday accommodation, adapted equipment (go-karts, archery equipment) and dedicated sessions such as swimming where additional staff have been recruited.

Impact by service type

Of those accessing services, it is anticipated around 520 – 560 families will experience a reduction in the services they can access. These individuals currently access the Buzz network and either benefits from additional services over and above their assessed level of need and associated package of support, or access a high level of services or personal budget through the Buzz Network.

A personal budget will be available to those with an assessed level of need (Substantial and Critical levels) but not those at the Medium level.

Looking at each service area, the following changes are anticipated:

1. The One2One support (34 hours per year) for all service users would end. This would affect around 100 children, 30 of whom also have Jigsaw packages. A few of these families may request reassessments of their support package as a result of the change and this could result in them being allocated more support. The 70 children not receiving Jigsaw packages will be able to access the services described above for children with low or medium level needs, depending on the impact of their disability
2. The personal budgets (£400 per year) currently provided through Buzz Network would end, this would affect around 380 children of whom around 30 already have Jigsaw packages and so would be likely to continue to qualify for a personal budget. The remaining 350 children would be able to access the services described above for children with low or medium level needs, depending on the impact of their disability.
3. Currently 80 children use the specialist playscheme services. These services may continue to be available to those at the critical and substantial levels, either through a personal budget and/or spot purchasing or contracting arrangements. All providers (current and new) of playschemes may seek additional funding through the proposed grant process enabling those at medium level to access this type of service.
4. Grant funded activities would remain in place and likely be expanded (although may not be with the current grant funded providers). 60 children currently access the Active Nation, No Limits and Action for Blind People activities. This would be likely to increase as the community offer is expanded.

This will need to be considered in the context of creating a fairer and more equitable needs led Short breaks offer for all children with disabilities (rather than the current capacity capped approach). The short breaks offer will be expanded to enable a higher number of children and their families to access services. Across Medium, Substantial and critical this is estimated to be

an **additional 280 families** (from 1,505 to 1,785), furthermore the number at low level accessing services is likely to increase as well.

	Current numbers accessing services	Estimated maximum number who meet the eligibility criteria	Number anticipated to access services
Low	Unknown	5,000	Unknown
Medium	1249 (Buzz)	1,350	1,350
Substantial	150	150	150
Critical	255	285	285
Total	1,505	6,785	1,785

Impact on services and providers

The offer of grants, supported by stronger promotion across mainstream services will have the potential to increase access to a much wider range of opportunities, including those identified by young people (e.g. Bubble football, camera courses, board game café's, Aqua park, go-karting, theatres, days out).

For existing types of services (e.g. One 2 One service, playschemes and overnight residential services), it is anticipated a level of service will continue to be commissioned and available for those who do not wish to take a personal budget (at Substantial and Critical levels). These providers may also want to make their services available to those who take their personal budget as a direct payment (also at the Substantial and Critical level) or to those at the medium level by applying for additional funding through the grant scheme.

Financial information

The overall budget is currently £1,415,200. As a result of the proposals set out above this figure is expected to remain consistent albeit distributed differently across the new eligibility levels.

- At the Critical level there is expected to be a reduction in the allocated level of service and expenditure as children and families access services to meet their needs. The additional services offered via a short break assessment and access to the Buzz Network will reduce. Funding will still contribute towards a range of services including one 2 one support, overnight residential or direct payments, but they will form part of the existing package of care and not an additional offer.
- At the Substantial level there is expected to be an increase in expenditure as children with disabilities have an assessment of need (or review) that takes their disability into consideration. Funding will still contribute towards a range of services including one 2 one support or direct payments, but they will form part of the existing package of care and not an additional offer.

At the Critical and Substantial level, the level of funding for commissioned services is anticipated to remain at approximately £619,000. This funding will need to provide for those at

both Critical and Substantial levels and for an increased number of children. Access will be driven by needs led assessment rather than an offer of short breaks.

Personal budgets will remain an option provided by Children Services, drawing on the current funding already provided to families accessing both Jigsaw and Children social care teams.

- At the medium level the level of funding is expected to remain relatively consistent but used differently through a grant making process.

The funding at the medium level will remain in the region of £420,000, but will be made available through grant applications.

- There is no funding requirement at the low level; the emphasis will be on improved promotion of, and engagement with mainstream services.

CCG funding

The contribution from the CCG of £199,800 will need to be targeted towards meeting a range of health needs, including complex health needs.

Conclusion

The proposals set out in the paper focus on moving from an offer of short breaks that is based on a maximum capacity, and proposes an offer that is based on fairer eligibility criteria across all levels of disability.

The proposals also seek to improve the offer to more children at all levels. In doing so there will need to be a rationalisation of funding for short breaks across all levels. At the Low level, access will be through universal services. For many at the medium level there will now be an opportunity for an increased number of children with disabilities to access mainstream services through grant funded approach. The grants will enable providers to improve accessibility and availability of services. . For some at the medium level, who were able to access the full suite of services or a generous personal budget, they will experience a reduction in the offer available to them.

The number of children at the substantial level is unknown and difficult to quantify, but estimates put them to be around 150 children. The absence of information makes it difficult to estimate the potential cost for this group of children. An increase in the number identified at the critical level will improve the support for a small number of previously excluded children, but will bring with it a commensurate additional cost pressure. The identified financial pressures do present a risk but should be seen as a worst case scenario with lower costs anticipated as a result of changes to some families at the medium level alongside packages of support that are linked to the impact on the family and not an additional standardised annual allocations (e.g personal budgets).

Although the move to fairer eligibility criteria across all levels of disability is presenting challenges, it is necessary to ensure legal compliance and a firm basis for offering short breaks moving forward.